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ABSTRACT

This publication consists of materials from a conference session on creative programming for the children of low-skilled individuals who are usually labeled as "at risk," as well as the replicability of such programs. Contents consist of handouts and/or transparency masters that provide the following: (1) information on the Personal Responsibility and Work Opportunity Reconciliation Act of 1996; (2) thought-provoking vignettes on what home is and other variables that affect welfare-to-work programs; (3) discussion of barriers to successful programs; (4) elements of successful programs; and (5) strategies for linkages. The paper also contains a list of 68 references, an annotated list of 16 articles and papers, a list of other reports, and a list of 4 research and data collections. (YLB)

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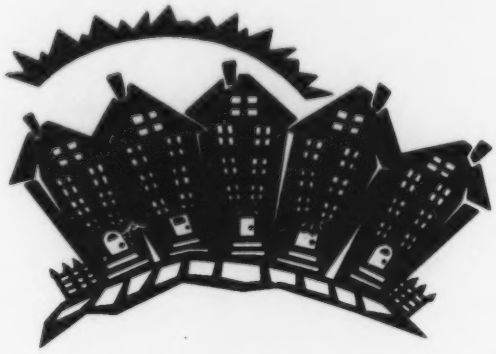
ED 414 427

IT ALL BEGINS AT HOME:

WELFARE TO WORK PROGRAMS THAT CREATE AND NURTURE LEARNING ENVIRONMENTS FOR AT RISK STUDENTS



Portland, Oregon

Work Now and in the Future Conference
Tuesday, November 4, 1997

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ABSTRACT

The Welfare Reform Legislation passed in 1996 has created a sea change of public and private sector approaches to implementation. Although all fifty states were required by law to submit their final plans for implementation in July, many of them (if not most) are grappling with the bureaucratic and administrative structures to obtain the block grants allocated under the ACT.

As educators, workforce development specialists, and public administrators, we are confronted with the human beings whose lives are impacted by legislation. Economic threats, and housing issues surrounding the law seldom have an impact upon isolated individuals. Families in crisis, public housing residents, and immigrants are among the human capital that is threatened by financial and spiritual devastation.

We can make a difference and prevent disaster through the design and adoption of innovative and collaborative approaches. The issue of mandatory employment for low-skilled individuals who lack the psychosocial resources to succeed is difficult, but infinitely possible. The children who live in this environment are usually considered and labeled as "at risk."

This session is designed for any individual who is interested in creating winners from a population labeled as losers. Creative programming, retention, and replicability are a natural result when turf is erased and participants are the focus of the intervention.

PERSONAL RESPONSIBILITY AND
WORK OPPORTUNITY RECONCILIATION
ACT OF 1996

BASIC FACTS

THE LAW WAS PASSED BY HOUSE OF REPRESENTATIVES
ON 7/31/96. THE ACTUAL VOTE TOTALS - 328 Y
101 N

IT WAS PASSED BY SENATE ON 8/1/96
VOTE TOTALS 78 Y
21 N

NEITHER VOTE WAS OVERWHELMING. DESPITE THE OBJECTIONS, THE LAW WAS SIGNED BY PRESIDENT CLINTON ON 8/22/96.

HIGHLIGHTS OF THE LAW

ELIMINATION OF OPEN-ENDED AFDC PROGRAM

CREATION OF BLOCK GRANTS TO STATES
THAT PROVIDE TIME-LIMITED CASH ASSISTANCE TO NEEDY FAMILIES (TANF)

STATE PROGRAMS WERE DUE ON 7/1/97

IMPACT UPON OTHER PROGRAMS

CHILD CARE

FOOD STAMPS

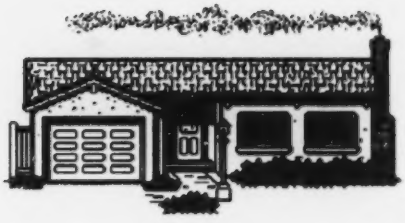
SSI FOR CHILDREN

BENEFITS TO LEGAL IMMIGRANTS

CHILD SUPPORT ENFORCEMENT

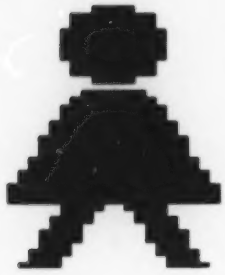
REPORTING MECHANISMS FOR INDIVIDUAL STATE PLANS

WHAT IS HOME???



A NUCLEAR FAMILY IN A NICE SUBURBAN NEIGHBORHOOD???

TOO MANY PILOT PROGRAMS WERE DESIGNED AROUND THE IDEAL NUCLEAR FAMILY IMAGE SUCH AS THE CLEAVERS OR THE MOTHER AND FATHER DEPICTED IN "FUN WITH DICK AND JANE." TODAY'S REALITY DEMANDS THAT WE FACE THE DEMISE OF A MAJORITY STUDENT POPULATION CULLED FROM TWO-PARENT HOUSEHOLDS WITH A STAY AT HOME MOTHER. THE BENEFICIARIES OF OUR PROGRAMS WILL BE CHALLENGED BY MULTIPLE DEMANDS. TO ENCOURAGE WELFARE MOTHERS TO ENTER THE WORKPLACE, WE MUST TAKE A HARD LOOK AT THE ENVIRONMENTS AND OTHER BAGGAGE THAT THEY AND THEIR CHILDREN TAKE INTO THE WORKPLACE AND THE CLASSROOM.



MULTIFAMILY HOUSING OR PUBLIC HOUSING HEADED BY A SINGLE PARENT???

SUCCESSFUL WELFARE TO WORK PROGRAMS MUST CONSIDER VARIABLES SUCH AS PUBLIC HOUSING, POSSIBLE HOMELESSNESS, LIMITED CHILD CARE AND TRANSPORTATION, DOMESTIC ABUSE, AND THE ATTENDANT PROBLEMS THAT LED THE PROGRAM PARTICIPANT TO WELFARE IN THE FIRST PLACE. WORKPLACE SKILLS MUST INCLUDE LIFE SKILLS, AS WELL AS TECHNICAL SKILLS. THESE ARE NOT INSURMOUNTABLE BARRIERS TO SUCCESS, BUT THE EFFECTIVE PROGRAM MUST DRAW RESOURCES FROM THE SOCIAL SERVICE PROVIDERS AND PUBLIC AGENCIES THAT ADDRESS THESE FACTORS.

BARRIERS TO SUCCESSFUL PROGRAMS (WHOSE WORK ETHIC???)

ABSENTEEISM

Welfare recipients going to work for the first time are confronted by many challenges.

RISK FACTORS CONSIDERED IN THE PROGRAM MAY AGGRAVATE THIS PROBLEM. CAN YOU NAME A FEW????

A. CHILD CARE
B. TRANSPORTATION
C.

LACK OF DISCIPLINE ABOUT WORK HOURS

(COVERT & OVERT)

Remember that you are often dealing with individuals who have not had to operate according to a schedule. Berating them about a lack of punctuality or advance notice of absences can sometimes result in passive resistance or resentment. Life skills training is essential to success.

POOR READING AND COMMUNICATION SKILLS

LITERACY IS AN ISSUE FOR EMPLOYERS AND WELFARE RECIPIENTS. DO YOUR PROGRAMS COVER THE LIFE SKILLS AND "UNWRITTEN RULES" OF THE WORKPLACE?? Few workplace mores and folkways appear in the employee manual. Does your program utiiize mentors?

RESENTMENT WHEN GIVEN DIRECTION

CONFLICT RESOLUTION SKILLS
LEARNING TO DEFUSE HOSTILITY

COMMON GROUND
SUCCESSFUL PROGRAMS USUALLY....

OFFER A WIDE ARRAY OF SERVICES (COMPREHENSIVE)

Psychosocial needs are included with the evaluation of work skills. Total responsibility for support services is spread across relevant agencies.

MOVE FROM CRISIS /EARLY INTERVENTION TO PREVENTION AND DEVELOPMENT

Learn from past mistakes. Think outside the box and utilize creative strategies to provide motivation and personal sense of esteem.

CROSS PROFESSIONAL AND BUREAUCRATIC BOUNDARIES

Social service agencies, public sector administrators, and private sector volunteers can work together when the focus remains on the welfare recipient, rather than jurisdictional issues.

TRAIN STAFF TO BUILD RELATIONSHIPS OF TRUST AND RESPECT

Never hire workers with a superior or condescending attitude. Tread the fine line between encouragement and enabling/codependent behavior.

HIRE AND TRAIN FROM THE COMMUNITY

Use former and current welfare recipients as "subject matter experts." They will have an outstanding grasp of hidden problems.

INVOLVE TEACHERS AND PARENTS IN THE COMMUNICATION LOOP

Don't wait for problems to occur before consulting parents/guardians. Many beneficiaries of programs such as School to Work and Welfare to Work come from the same household. Their teachers may be aware of problems that do not show up on a caseworker's report.

DEAL WITH THE CHILD AS A PART OF THE FAMILY, AND THE FAMILY AS PART OF THE COMMUNITY

BUILD IN ACCOUNTABILITY WITH CREATIVE MEASURES

Does your program provide mechanisms for gathering longitudinal data? Have you checked your long term goals against those in successful programs?? Better yet, have you visited, observed, or studied programs that work?

SOME STRATEGIES

NEW CONNECTIONS BETWEEN AGENCIES (CASE MANAGEMENT BY TEACHERS, SOCIAL WORKERS, ETC.)

Creative linkages must arise as the law demonstrates an impact. What happens after the recipient is hired? Is there follow up? Is there a safety net?

INTEGRATED LINKAGES BETWEEN SCHOOLS AND AGENCIES

What happens to the data - grades, new hires, etc.? Is there a database or program in place to share information, problems, etc.?

CO-LOCATING SERVICES WITHIN THE SCHOOLS THROUGH AGENCIES OR FOUNDATIONS

Many socially conscious agencies/foundations have moved beyond traditional locations and schedules. Public schools now have -

- **health clinics**
- **day care for teenage parents**
- **parenting classes, GED preparation for the extended family**

DEVELOPMENT OF COMMUNITY COORDINATING COUNCILS

THINK ABOUT YOUR PARTICULAR SCHOOL DISTRICT OR ORGANIZATION. WHAT OTHER AGENCIES IN YOUR COMMUNITY WOULD YOU INVITE TO BECOME PART OF A STRONG LOCAL COUNCIL??? WHAT BETTER CLEARINGHOUSE COULD EXIST TO MAKE PROGRAMS WORK??

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•Fathers, Mothers, and Public Policy by Leslie Lenkowsky, Indiana Business Journal , July 28 - August 1, 1997. Speaks to the importance of fatherhood and marriage in regard to the well-being of children, and the place for consideration of such in public policy.

•Dispelling 'Myth of the Welfare Queen' by Laura Kallin Kaye. Indianapolis Star, July 19, 1997.
A Book Review of Myth of the Welfare Queen by David Zucchino.

•Race, Class & Culture by Leslie Lenkowsky, Commentary, November 1996.
A book review of When Work Disappears: The World of the New Urban Poor by William Julius Wilson.

•Real Welfare Challenges Still to Come by Leslie Lenkowsky, Indianapolis Business Journal , May 26-June 1. Addresses the need for continued welfare reform efforts in Indiana and throughout the country.

•Child Care and Welfare Reform: The Wisconsin Experience by John Weicher, 3/24/97.
This paper was presented at the American Enterprise Institute Conference on "Day Care and Early Childhood Programs Under Welfare Reform" in Washington, D.C.

•The Labor Market for Welfare Recipients in Milwaukee Metropolitan Area by John C. Weicher, 6/95. This article presented a strategic perspective during the public debate that took place prior to the passage of the 1996 Personal Responsibility and Work Opportunity Reconciliation Act. We are including it here because it addresses a question that is still being asked in light of new welfare reform, and is still relevant to the current policy debate.

•Replacing Welfare in Wisconsin by Andrew Bush, Hudson Institute Briefing Paper (#192), 7/96.
A detailed look at Wisconsin's welfare reform initiative.

•Lessons from CETA by Diana Etindi, Andrew Bush, and Laura Kaye, 1/97.
A look back at the weaknesses of CETA and pointers on how those problems can be avoided in today's jobs programs.

•A Historic Opportunity by Andrew Bush, CNN-Time All Politics-Counterpoint, 8/2/96. A view of welfare reform as an opportunity to improve the status of America's poor.

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•Medical Savings Accounts and Welfare Reform by William Styring, Wall Street Journal, 10/2/96.
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•Better Than Welfare by Andrew Bush, Washington Times, 10/25/95. Key components of the welfare reform design used in Wisconsin Works.

•Rosa Lee: A Mother and Her Family in Urban America by Leon Dash, A book review by Felicie Hazeur Kempf, Indianapolis Star, 1/4/97.

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•Documentation of the Data Sources and Analytical Methods Used in the Benefit-Cost Analysis of the EPP/EWEP Program in San Diego. 1985. David Long, Virginia Knox. $12.

•Relationship Between Earnings and Welfare Benefits for Working Recipients: Four Area Case Studies. 1985. Barbara Goldman, Edward Cavin, Marjorie Erickson, Gayle Hamilton, Darlene Hasselbring, Sandra Reynolds. $12.

•Welfare Grant Diversion: Early Observations from Programs in Six States. 1985. Michael Bangser, James Healy, Robert Ivry. $12.

•A Survey of Participants and Worksite Supervisors in the New York City Work Experience Program. 1986. Gregory Hoerz, Karla Hanson. $12.

•Welfare Grant Diversion: Lessons and Prospects. 1986. Michael Bangser, James Healy, Robert Ivry. $12.

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The Subgroup/Performance Indicator Study

A study of the impacts of selected welfare-to-work programs on subgroups of the AFDC caseload.

REPORTS

•A Study of Performance Measures and Subgroup Impacts in Three Welfare Employment Programs. 1987. Daniel Friedlander, David Long. $12.

•Subgroup Impacts and Performance Indicators for Selected Welfare Employment Programs. 1988. Daniel Friedlander. $12.

The Self-Employment Investment Demonstration (SEID)

A test of the feasibility of operating a program to encourage self-employment among recipients of AFDC.

REPORT

•Self-Employment for Welfare Recipients: Implementation of the SEID Program. 1991. Cynthia Guy, Fred Doolittle, Barbara Fink. $12.

The WIN Research Laboratory Project

A test of innovative service delivery approaches in four Work Incentive Program (WIN) offices.

REPORTS

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•Preliminary Research Findings: WIN Research Laboratory Project. 1980. MDRC. $12.

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•Welfare Women in a Group Job Search Program: Their Experiences in the Louisville WIN Research Laboratory Project. 1982. Joanna Gould-Stuart. $12.

•The WIN Labs: A Federal/Local Partnership in Social Research. 1982. Joan Leiman. $12.

•Job Search Strategies: Lessons from the Louisville WIN Laboratory. 1983. Carl Wolfhagen, Barbara Goldman. $15.

Research and Data Collection

American Public Welfare Association (APWA)
ERIC Clearinghouse on Urban Education
New York State Education Department (and many other states)
Center for What Works

U.S. Department of Labor/Employment and Training Administration (DOLETA)

The Hudson Institute

Manpower Development Research Center (MDRC)

INTERNET RESOURCES

Each of the institutions listed above has a website. New York State's website is rich with specific hot links. Go to the following URL for a complete listing of information and links to other sites: http://www.nysed.gov/wfnet.html.

Use keywords or descriptors such as welfare-to-work, welfare reform, workfare, and the websites of most government agencies. Any of the major search engines will return long lists of sites and resources. If you are not proficient at web surfing, go to your local library or school library for assistance.

ABOUT THE PRESENTER.....

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Sylvia Ryce Cornell is an experienced trainer and consultant. Her background as a librarian and professional trainer gives her a rare ability to bring detailed information and resources to any project which is undertaken by the company. Cornell combines a Master's Degree in Library Science from Atlanta University and a Master of Science in Occupational Education from the University of Houston. She has experience in Vocational Education through her five-year tenure at Houston Community College as Industrial Education Librarian.

Cornell was exposed to model programs throughout the country as she implemented competency-based programs in the libraries that served Industrial Education Programs. This reinforced her conviction that education and business can meet on common ground to prepare a workforce with technical and critical thinking skills. Cornell has made several presentations on quality partnerships between business and industry, diversity, and strategies for reclaiming at-risk youth to major conferences. Her research for three of these presentations was published as ERIC documents. Presentations on Quality Partnerships between Educators and Industry were published in 1991 and 1997. "Beyond the Buzzwords: Delivering Diversity Training That Makes A Difference," an ASTD International Presentation, appeared in 1994.

Sylvia maintains professional ties with the American Society for Training and Development (ASTD), the American Vocational Association (AVA), the National Council for Occupational Education (NCOE) and the Society for Intercultural Education, Training, and Research (SIETAR). Professional involvements assist Ms. Cornell in keeping abreast of relevant issues in the rapidly developing area of Training and Development. This is reflected on the Internet at http://members.aol.com/creatvcncp/homepage.htm.

Cornell's expertise includes program design and instructional design in the areas of Total Quality Management, Diversity, Intercultural Communication, and Leadership Development. Her post graduate work includes additional course work at the American Productivity and Quality Center and at the Center for Creative Leadership. She has designed and implemented several Leadership Development and Motivational programs for local school districts and universities. Cornell designed and implemented a diversity program for AstroWorld, a division of the Six Flags Over America theme parks.

THIS GUIDE IS INTENDED AS A CATALYST, RATHER THAN A FORMAL IN-DEPTH STUDY OF THESE ISSUES. WE HOPE THAT YOUR INTEREST HAS BEEN PIQUED. CARING AND CONCERNED EDUCATORS CAN MAKE A SIGNIFICANT DIFFERENCE IN THE OUTCOME OF THIS MAJOR SOCIAL REFORM.